



CITY OF DURHAM | DURHAM COUNTY
NORTH CAROLINA



Meeting Date: December 16, 2013

Reference Name	Page Park II (A1300006)		Review Jurisdiction	City
Applicant	Lennar Carolinas			
Proposed Future Land Use Map Amendment	From: Office To: Medium Density Residential (6-12 DU/Ac.)			
Site Characteristics	Tier:	Suburban		
	Present Use:	Vacant		
	Overlays:	n/a		
	Size of Future Land Use Amendment:	9.99		
	Size of Zoning Map Change:	16.88		
Location	West of Page Road and Crown Parkway, north of Jessip Street			
PIN(s)	0747-02-98-3482			
Recommendation	Staff	Approval, based on conditions warranting an amendment to the Future Land Use Map and the proposed land use pattern meeting the four criteria for plan amendments.		
	Planning Commission	Approval, October 8, 2013, 11-0, based on information provided in the staff report, the justification, information heard at the public hearing, and meeting the criteria for plan amendments.		

A. Summary

The applicant, Lennar Carolinas, proposes a change to the Future Land Use Map (FLUM) from Office to Medium Density Residential (6-12 DU/ac.). The applicant intends to build 140 townhouses on the site. The site is within the Suburban Tier, and is located west of Page Road and Crown Parkway and north of Jessip Street. The zoning map change associated with this Plan Amendment is case Z1300017.

B. Site History

The site was annexed by the City of Durham in 2001. The development plan for zoning case P03-20 pertains to the site; P03-20 was approved by the Durham City Council on October 20, 2003. The development plan called for a mix of retail, townhouse, apartment, and office uses.

C. Existing Site Characteristics

The site is vacant. The land to the north of the site is subdivided into small residential lots which are currently vacant. To the northeast, there are a small number of townhouses and single-family residences. The land on the east, south and west sides of the site are vacant. A perennial stream, Stirrup Iron Creek, lies just to the west of the site.

D. Applicant's Plan Amendment Justification

The applicant states that the population of Durham County is expected to increase by approximately 88,000 residents between 2010 and 2030. The applicant asserts that the proposed Medium Density Residential designation will address an increasing demand for medium and high density residential land in Durham County.

The applicant further asserts that the intended density of 6-12 dwelling units per acre is consistent with the intent, goals, objectives, policies, and guiding principles of the Comprehensive Plan and will provide a better opportunity for this site to serve the residential demand that is sought in Eastern Durham. Additionally, the applicant states that a residential density of 6-12 dwelling units per acre is consistent with the land uses on the western and southern boundaries of the site and that Medium Density Residential represents a reasonable transition between Low-Medium Density Residential (4-8 DU/Ac.) on the northern boundary of the site and Office uses further south of the site.

According to the applicant, the requested density of Page Park II will enhance the diversity of the area by providing an additional mix of residential types while remaining compatible with the adjacent land patterns and future land uses.

Staff concurs with the applicant's statements. The requested density of 6-12 dwelling units per acre is consistent with the future land designation for land to the west and south and is compatible with the future land use designation for land to the north (Low-Medium Density Residential) and to the east (Commercial).

E. Criteria for Plan Amendments

The Unified Development Ordinance (UDO) contains criteria for the Planning Commission to use in considering proposals to amend the *Durham Comprehensive Plan*. (See Section 3.4.7, Criteria for Planning Commission Recommendations). The proposed plan amendment has been evaluated against these criteria.

- A. Whether the proposed change would be consistent with the intent, goals, objectives, policies, guiding principles and program of any adopted plans;

- B. Whether the proposed change would be compatible with the existing land use pattern and/or designated future land uses;
- C. Whether the proposed change would create substantial adverse impact in the adjacent area or in the City or County in general; and
- D. Whether the subject site is of adequate shape and size to accommodate the proposed change.

1. Consistency with Adopted Plans and Policies

The *Durham Comprehensive Plan* is a policy document intended to guide growth and development in an organized and efficient manner. The Plan addresses a range of topics related to land use, housing, community character, environment and conservation, transportation, and more. Evaluating the proposed Plan Amendment for consistency with these relevant policies is crucial in determining if changing the Future Land Use Map is appropriate.

Table 1: Relevant *Comprehensive Plan* Objectives and Policies

Objective 2.2.2 Suburban Tier Development

Provide sufficient land in the Suburban Tier appropriately zoned for residential, commercial, institutional, office, research/research applications, and industrial purposes. The Suburban Tier shall include all land within the Urban Growth Area that is not included in the Urban, Compact Neighborhood or Downtown Tiers.

Policy 2.3.1b. Contiguous Development. *Support orderly development patterns that take advantage of existing urban services, and avoid, insofar as possible, patterns of leapfrog, noncontiguous, scattered development within the Urban Growth Area.*

The requested density of Page Park II will provide an additional mix of residential types while remaining compatible with the adjacent existing land use and future land uses. Additionally, the proposal supports an orderly development pattern by providing a reasonable transition between Low-Medium Density Residential land to the north of the site and Office uses south of the site.

Staff Conclusion: The proposed plan amendment is consistent with adopted plans and policies, thus meeting criterion 3.4.7A.

2. Compatibility with Existing Development and Future Land Use Patterns

The site is within the Suburban Tier, and is located west of Page Road and Crown Parkway and north of Jessip Street. The site lies directly south of land designated on the FLUM as Low Medium Density Residential (4-8 DU/ac.), is adjacent on its western and southern boundaries to land designated on the FLUM as Medium Density Residential (6-12 DU/ac.), and is adjacent on its eastern boundary to land designated on the FLUM as Commercial. The proposed future land use for the site, Medium Density Residential (6-12 DU/ac.), is compatible with surrounding designated uses and

is a reasonable transition between commercial and low-medium density residential. Therefore, the proposal promotes an orderly development pattern.

Table 2: Area Land Uses and Designations		
	Existing Uses	Future Land Use Designations
North	Single-family residential, townhouse, and vacant	Low-Medium Density Residential (4-8 DU/Ac.)
East	Vacant	Commercial
South	Vacant	Medium Density Residential (6-12 DU/Ac.)
West	Vacant	Medium Density Residential (6-12 DU/Ac.)

Existing Uses: The site of the proposed plan amendment is bordered to the north by single-family residential, townhouses and vacant land, and to the west, south and east by vacant land.

Future Land Use Designations: Land to the north of the proposed plan amendment is designated Low-Medium Density Residential (4-8 DU/Ac.). Lands to the west and south are designated Medium Density Residential (6-12 DU/Ac.). Land to the east is designated Commercial.

Analysis: The proposed designation of Medium Density Residential is compatible with existing land uses and designated future land uses, and serves as a reasonable transition between Low-Medium Density Residential to the north and lands to the south which are designated Medium Density Residential and Office.

Staff Conclusion: The proposed plan amendment is compatible with the existing land use pattern and designated future land uses in the area and, therefore, meets criterion 3.4.7B.

3. Adverse Impacts

Infrastructure:

A theme found throughout the *Durham Comprehensive Plan* is ensuring that the pace of urbanized growth does not exceed the ability to provide essential services (*Objective 2.3.2, Infrastructure Capacity*). Toward that end, *Policy 2.3.2a., Infrastructure Capacity*, directs the City-County Planning Department to consider impacts to the capacity of existing infrastructure when evaluating changes to the Future Land Use Map and Zoning Atlas.

Analysis: The site could accommodate up to 120 residential units under the proposed FLUM change. Existing infrastructure is sufficient to accommodate potential impacts. Further detail is provided in the zoning map change report.

Future Demand for Land Uses:

Durham Comprehensive Plan Policy 2.5.2e., Demand for Land Uses, states that in evaluating Plan Amendments, the Governing Boards and the City-County Planning

Department shall consider the projected need for the requested land use in the future.

Currently, there are approximately 125,000 housing units in Durham County. The Durham City-County Planning Department projects that, by 2040, Durham will need an additional 57,000 housing units to meet projected residential demand.

The proposed amendment would change the future land use of approximately ten acres from Office to Medium Density Residential. The Durham City-County Planning Department most recent land use projections indicate that Durham County will need approximately 2,750 acres of land for office uses by 2040. The Future Land Use Map designates approximately 2,811 acres as Office. However, additional capacity for future office uses is also available within land designated Commercial, Institutional, and Design District on the FLUM.

Staff Conclusion: The proposed plan amendment is unlikely to create adverse impacts in the adjacent area or in the City or County in general and, therefore, meets criterion 3.4.7C.

4. Adequate Shape and Size

The area requested for amendment is approximately 9.9 acres in total, and is of sufficient shape and size for residential development in the Suburban Tier.

Staff Conclusion: The site is of adequate shape and size to accommodate the use pursuant to the proposed change and, therefore, meets criterion 3.4.7D.

F. Notification

Staff certifies that notification, including newspaper advertisements and letters to property owners within 1,000 feet of the site, has been carried out in accordance with Section 3.2.5 of the UDO. The following neighborhood organizations were mailed notices:

- Center of the Region Enterprise (CORE)
- Partners Against Crime – District 4
- Friends of Durham
- Inter-Neighborhood Council
- Fayetteville Street Planning Group
- Unity in the Community for Progress

G. Recommendation

Staff finds there are circumstances to warrant amending the Future Land Use Map, and that the request meets the four criteria for plan amendments, and therefore recommends approval of the request. Planning Commission recommended approval on October 8, 2013, 11-0, based on information provided in the staff report, the justification, and information heard at the public hearing, and meeting the criteria for plan amendments.

H. Staff Contacts

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I. Attachments

Attachment 1, Proposed Change
Attachment 2, Area Context Map
Attachment 3, Aerial Map
Attachment 4, Applicant's Justification Statement
Attachment 5, Planning Commission Comments
Attachment 6, Resolution